ANNEX J-12

Participatory Coastal Management Program

Introduction:

On December 26, 2004, the tsunami which struck the Sri Lankan coast left over 31,000 dead, almost 4,000 missing, and more than 500,000 displaced. Presently Sri Lanka is entering into the rehabilitation and reconstruction phase after the tsunami.. One of the goals of the rehabilitation and reconstruction phase is to rebuild better within a framework of reconciliation. Therefore during rehabilitation and reconstruction, it is critical that participation and collaboration underpin the process to strengthen stakeholder participation and ensure their active role in decision-making, as well as strengthen the capacity of policy makers and local government authorities to govern responsibly and promote sustainable and equitable coastal development.

Participatory Coastal Management (PCM) is essentially a governance process that uses coastal issues to "hook" the public and government into the decision-making process. PCM is a participatory and transparent governance approach to coastal issues that integrates across levels of government and sectors, while ensuring stakeholders a role in decision-making and the inclusion of sound information for informed decisions. PCZM establishes a process and framework under which management may balance the needs of people with their social and environmental well-being.

The intent of this component is to build stronger, more cohesive ties among local government officials and residents by involving them in the process of making decisions with respect to the reconstruction activities and future development plans in their community, as well as building the capacity to incorporate sound science into decision-making. PCZM programs will need to be designed and implemented in the key four sites, namely, Hikkaduwa, Mirissa, Dondra and Arugam Bay .

As a result of early engagement with the members of these townships, it is expected that the design, placement and eventual maintenance of the planned facilities will be more widely understood, appreciated, and supported. Continued community engagement and education should result in greater understanding of, and demand for, sound coastal planning, i.e. planning that promotes environmentally and economically sustainable tourism and fisheries, promotes equitable access to benefits, safeguards ecosystem goods and services, and reduces community vulnerability to hazards.

The process of promoting community participation, ownership and responsibility should include an outreach effort oriented towards:
- Developing a common vision for long-term planning and development;
- Establishing a common understanding about what constitutes sound coastal planning and economically and environmentally-sustainable development;
- Explaining the use of coastal hazard assessments in coastal planning, emergency preparedness and reducing vulnerability and risk to hazards like tsunamis, storms and floods.

- Identifying needs for technological interventions and adaptation of best practices .

To achieve the project goal -- to strengthen the coastal governance process to increase community participation and promote sound coastal development – the component will have the following objectives:

- Strengthen community participation in decision-making to achieve ownership of the program and to share lessons learned among stakeholders

- Strengthen government capacity to address the environmental and natural resource management focusing on tourism and fisheries.

- Promote sound coastal planning and reduce community vulnerability to future disasters

- Improve the public's understanding of coastal issues and promote stewardship.

Past USAID assistance to Sri Lanka in Coastal Management

USAID has an extensive and rich history of experience with promoting integrated coastal management for sound coastal development, extending back almost 20 years. In 1985, USAID started the first Coastal Resources Management Program (CRMP), which sponsored pioneering programs at the national scale in Ecuador, **Sri Lanka** and Thailand. These programs adopted a "two track approach" to coastal governance, whereby policy reform and collaborative action within central government were closely linked to highly participatory, issue-driven initiatives at the local level.

In Sri Lanka, the initial coastal management program led to the Coastal Conservation Act and the establishment of the Coastal Conservation Department, with a focus on addressing severe coastal erosion, particularly in the south and west regions. Strengthening coastal governance could facilitate reconstruction, as well as restarting and sustaining resource-dependent livelihoods, especially fisheries and tourism. Efforts should be made to build the capacity of the Coastal Conservation Department and the Urban Development Authority to include additional risk analysis and management during reconstruction.

Development of national and local early warning system as exercise to strengthen governance:

The development of a national early warning system and emergency preparedness plans represents an opportunity to promote a more integrated approach to governance and decision-making. The proposed PCZM process could be initiated around these issues, as a way to show early results. The four infrastructure sites – Arugam Bay, Dondra, Marissa and Hikkaduwa – could be used as demonstrations of the usefulness of integrating national and local levels efforts.

Promote sustainable fisheries management and tourism development:

In addition to natural hazards – such as tsunamis, monsoons, and typhoons – the goods and services provided by the coastal environment are also threatened by intensifying human-induced hazards. Over-fishing, destructive fishing practices degraded coastal water quality, and dumping of solid waste in coastal waters and wetlands threaten the sustainability of the fisheries and tourism sectors, as well as the livelihoods of thousands of coastal residents. As the fisheries and tourism sectors are rebuilt, special attention should be given to improving their management.

In the fisheries sector, the GSL has recognized that coastal waters are over-fished, jeopardizing the livelihoods of the majority of fishers – those using small, non-mechanized boats. These small fishers were also the hardest hit by the tsunami, in terms of lives lost, homes destroyed/damaged, and livelihoods disrupted.   The official fishing policy of the GSL government is to promote offshore fishing, to reduce the stress on coastal resources, and to improve fishing management. There is a clear need for improved fisheries management in coastal and offshore waters. While fisheries are being rebuilt, there are many opportunities to turn the rebuilding into a development agenda through the promotion of co-management of fisheries, increased stewardship and shared responsibility of fishers, and the creation of alternative livelihood opportunities.

In the tourism sector, there are many opportunities for promoting more environmentally-sound and culturally appropriate tourism. Eco-tourism and low impact tourism are under greater demand by visitors, yet are placing more pressures on the environment. Waste and waste water management is a serious issue in the tourism sector that has direct impact on coastal resources.

Cross-Cutting Approaches:

The design and implementation of the activity will incorporate several strategic approaches that cross-cut many of USAID's broader development assistance objectives for the country, including:

Good governance: To achieve effective and sustainable practices, good governance will be reinforced at every opportunity, including through citizen participation and advocacy, and by strengthening institutional capacity for planning, facilitating participatory processes, and regulatory enforcement as appropriate and feasible.

Capacity-building: The activity will systematically plan, manage, and support appropriate human resource development for relevant stakeholders, including those from government, NGOs, associations, rural households, and small-to-medium businesses. Selective training and capacity-building approaches may include on-the-job training, vocational training, workshops, and specialized training.

Information management: Greater access to high-quality, reliable information and strengthened capacity to use the information on land use, land, water and coastal resources, market information, weather and technology and best practices to support

sound, science-based decision-making. Efforts should be made to collect the related and relevant data. For example, if the data on the catch is collected at the fishery harbors there should be a mechanism to collect the same data from the landing sites nearby so that a better analysis can be done.

Communication and education: Strategic participatory communication interventions will make use of social mobilization, behavior change, education, and mass communication methodologies for adoption of best practices and technologies, to encourage citizen involvement in decision-making and local action, introduce public – private partnerships, promote alternative livelihoods, and to develop social capital related to water and coastal resources use and management.

Gender mainstreaming: Approaches to incorporate an understanding of the different water/natural resources roles and responsibilities among men and women across various age groups and stakeholder constituencies will include: gender analysis of water-related practices and resource use at the household and community levels, fostering gender balanced decision-making processes, ensuring equity in access and control of water and coastal resources, mainstreaming gender in activity work plans, and conducting gender-disaggregated monitoring and data collection.

Catalytic coordination and partnership building: Many USAID and non-USAID projects and initiatives will be underway within the timeframe and geographic areas of focus of the activity. The activity will pursue opportunities to build networks for exchange of information and best practices, and coordinate program planning and activity implementation with complementary activities with potential collaborators, including modest cross-financing where partnerships will help catalyze existing efforts or fill critical gaps.

Technical Assistance:

1. Objective 1: Strengthen community participation in decision-making to achieve ownership of the program and to share lessons learned among stakeholders

At each program site (Arugam Bay, Dondra, Mirissa and Hikkaduwa), the contractor will assist the local government authority and other relevant authorities (such as the Ceylon Fishery Harbour Corporation, Urban Development Authority, Central Environmental Authority, Coast Conservation Dept. etc) to initiate and sustain a participatory, community consultation and planning process. The first step should involve a general agreement on a vision and process to guide reconstruction efforts and future development decisions. The discussions should identify issues, concerns and mitigation actions needed to guide construction of the facilities. For example, at the three harbor communities, general agreement will be reached on the design and improvements of the harbor and associated facilities and integration of environmental management in the surroundings and livelihoods. In Arugam Bay, general agreement will be reached and input provided on the design of the bridge, approach roads, water and sanitation facilities, improvement to environmental management and service delivery and improvements to land use patterns.

The project will identify options, recommendations and initiate implementation for strengthening the decision-making process and participation of the community in long-term planning. The project will also identify options and recommendations for strengthening the coastal governance process through more effective working relationships among various agencies and levels of government.

Throughout the project, the project will use adaptive management approaches to assess and increase the effectiveness of program activities and to capture lessons learned on each program objective. The project will develop tools to share lessons learned and best practices adopted with other potential projects, other communities, government authorities, NGOs, donors, and the international community. Every 6 months, the project will submit lessons learned and best practices to document the experience gained during each phase of the reconstruction and rebuilding of communities.

2. Objective 2: Strengthen government capacity to address the environmental and natural resource management related to tourism and fisheries.

The project will identify and recommend specific actions, incentives and regulations that could be taken by government authorities and communities to promote more sustainable tourism development and fisheries management. The project will strengthen the capacity of government agencies and the community to generate and utilize natural resource assessments and coastal planning to reduce environmental impacts while promoting opportunities and options for environmentally-sound and culturally-appropriate local tourism product development, such as nature tourism in Arugam Bay and Hikkaduwa. The project may wish to explore linkages with the National and local tourism clusters to engage the industry on responsible, community-oriented tourism. The project will identify opportunities and options for improving the value chain of fisheries, both small and large fisheries, while promoting responsible stewardship of coastal resources.

In Dondra, Hikkaduwa and Mirissa, the project will develop a sound financial management plan for each fishery harbor and identify additional services that may be provided through public/private partnerships. To ensure sound investments in offshore fisheries, an assessment of the viability and sustainability of the fisheries should be conducted, and specific actions identified and initiated that could be taken by fishers, cooperatives, harbors or policy makers to strengthen fisheries management. In Arugam Bay, the project will develop a sound financial management plan for the water treatment and sanitation facilities and urban service delivery that ensures sufficient revenue streams to support future expansion of basic services.

Opportunities should be explored to link this component with activities under the vocational education training component that promote training and management for more sustainable tourism and fisheries, and identify opportunities for vocational education training for community members that allow entry into tourism-oriented enterprises.

3. Objective 3: Promote sound coastal development and reduce vulnerability of communities to future disasters

For each community, the project will review available information and identify and conduct rapid and more detailed assessments (as necessary) on the social, economic, and environmental post-tsunami contexts as the basis for improved planning; these studies should involve the community, government authorities and local universities to the extent possible. The project will work with appropriate authorities to conduct several assessments that will help guide the planning process, including: 1) an assessment of the Arugam Bay watershed and development of an integrated approach to rational water resources management in the watershed, including the planned water treatment and wastewater facilities, as well as future development; 2) an assessment of options and recommendations for each community on solid waste management; and 3) a scientific based coastal multiple hazard assessment for each community and response system.

Based upon the assessments, the project will work with appropriate authorities and the community to develop sound coastal development plans that reflect the "vision" developed by the community, protect ecosystem goods and services, protect environmentally and culturally-sensitive areas, and reduce risk and vulnerability to disasters and coastal hazards. The project will work as a conduit and a facilitator to disseminate the plans and systems developed at the national level for multi-hazard mitigation and response, and will assist the communities in the four project areas to implement appropriate local emergency response mechanisms.

4. Objective (4): Improve the public's understanding of coastal issues and promote stewardship

This project will support information, education and communications activities to improve the public's understanding of coastal issues, promote stewardship, promote the role of community participation in planning, and build political will for more responsible management of coastal resources. The project will design and implement a public education and outreach strategy on the guiding principles of sound reconstruction, the economic and ecological benefits of sound planning and coastal stewardship, awareness of coastal hazards, early warning systems, emergency preparedness and response measures. The project will design, if necessary, and provide materials for inclusion in public school curricula. Informed by scientific data and local knowledge on the extent of overfishing and use of destructive fishing practices, project activities will raise public awareness and support advocacy to address overfishing and the use of destructive fishing practices. The project will provide opportunities and promote public participation in environmental stewardship programs to increase awareness and instill individual responsibility for sustainable livelihoods.